ADULT EDUCATION DEPARTMENT
THE ONTARIO INSTITUTE FOR STUDIES IN
EDUCATION

PROJECT ON ADULT EDUCATION OPPORTUNITIES IN INDUSTRIALIZED COUNTRIES:

C A N A D A

Ralph J. Clark and
Donald H. Brundage
Department of Adult Education
The Ontario Institute for
Studies in Education

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There exists in Canada a rich and varied tradition of adult education that may be traced to the establishment of the ordre de bon temps at Port Royal (Montreal) in 1604. Early efforts took the form of literary societies, book clubs, and music, art and handicraft associations. Adult education became more predominantly associated in this century with remedial night school programs and the extension activities of universities and government agricultural departments. The promotion of adult education and the inception, in 1935, and subsequent development of the Canadian Association for Adult Education were primarily a product of educators engaged in university and agricultural extension and those in voluntary associations. Many organizations committed to adult education in Canada, among these being the Y.M.-Y.W.C.A., mechanics' and farmers' institutes, and the Workers' Education Association, were influenced by external developments. Others have been distinctly Canadian and have achieved national and international prominence. Included among these are: Frontier College, the Canadian Army's WWI Khaki College, Farm Radio Forum, Citizen's Forum, the National Film Board, and the Banff School of Fine Arts.

When placed in the broad sphere of education, however, Canadian adult education can best be described as having been, by and large, a relatively small undertaking. Despite its contributory and often unique nature, adult education has been poorly funded and seen as peripheral to the formal school system. It remains unrecognized and little understood by many Canadians. Recent publications by Faris, Kidd and Selman, and others signal the beginnings of a more substantial examination of our adult education heritage.[1]

Within the last three decades, a marked growth has occurred in the number and range of courses and programs available to the adult. A shift in emphasis from private to public institutions has been particularly

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(1) Kidd, J.R. and G. Selman. Coming of Age: Canadian Adult Education in in the 1960's. Toronto: CAAE, 1978; R. Faris. The Passionate Educators; Voluntary Associations and the Struggle for Control of Adult Educational Broadcasting in Canada, 1919-1952. Toronto: P. Martin, 1975.

evident. The introduction and establishment of community colleges in the mid-1960's in Ontario, Quebec, Alberta and Saskatchewan accounts for much of the growth in opportunities for adult learning. In the same period, the federal government became involved in a large way with technical and vocational training. Enrolments by adults in the public schools and universities also noticeably increased.

Expenditures on education in Canada during the period 1968 to 1977 underwent an almost fourfold increase (in constant dollars).[2] Overall expenditures in the year ending 1977 exceeded $15.2 billion. This accounts for 7% of Canada's GNP and represents approximately 17% of federal, provincial and municipal government expenditures, second only to the outlay of funds in the field of social welfare. Expenditures vary considerably by province and reflect relative size and economic strength and prosperity. As an example, educational costs in the Yukon at $18 million contrast with Ontario's over $8 billion spent in 1977-78.

Information provided in the reports of educational institutions, school boards, ministers' reports, public accounts and the reports of federal government departments and agencies indicates that during the fiscal year 1976-1977, roughly 1.7 million Canadians were involved in continuing education. This compares with the 5.9 million engaged in full-time learning at all levels. The participation rate for adults was 118.1 per 1,000 population that same year.

Enrolments in Continuing Education and Participation Rates per 1,000 Adults in Canada, 1976-1977[3]

		Enrolments	Participation/1,000 Population
School Boards	credit	100,005	6.7
Departments of Education	non-credit	539,079	36.2
Correspondence Courses	credit	84,344	5.7
Departments of Education	non-credit	7,162	0.5

(Cont'd.)

(2) Statistics Canada. Education in Canada: A Statistical Review for 1977-78. Ottawa: Statistics Canada, Education Science and Cultural Division, May 1979.

(3) Ibid. pp. 106-107. Table adapted.

Enrolments in Continuing Education and Participation Rates per 1,000 Adults in Canada, 1976-1977 (Cont'd.)

		Enrolments	Participation/1,000 Population
Colleges	credit	131,922	8.9
	non-credit	318,231	21.4
Universities	credit	347,369	23.4
	non-credit	226,966	15.3
TOTAL	credit	663,640	44.7
	non-credit	1,097,437	73 4
GRAND TOTAL		1,755,078	118.1

Clearly, a significant segment of the adult population is actively involved in continuing education. At the same time, there is a need for the provision of technical and industrial training, professional and para-professional upgrading, language training and citizenship skills development, and for a greater response to the under-educated, unemployed, older adults, and women.[4] The distinction between participation and potential for participation is evident in the examination of part-time adult learning statistics in Ontario conducted by Waniewicz in 1976.[5] The study indicates that nearly 30% of the province's adults, aged 18 to 69, were or had recently been involved in some form of systematic learning. Another 18% expressed the wish to undertake some type of study in the near future. Cited obstacles to learning included competing work and family responsibilities, cost factors, accessibility problems, and lack of suitable information and counselling services. Such factors were seen as debilitating to the aspirations and interests of adults, particularly those who are disadvantaged.

Programs and policies of adult education in Canada are tempered by demographic and cultural factors and are substantially influenced by political ones. Canada is the second largest country in the

(4) Thomas, A. A Brief on the Concept of Continuing Education. Washington, D.C.: Eric Reports, 1970 and Canadian Commission for Unesco. Adult Education in Canada. Occasional Paper #6. Ottawa: Canadian Commission for Unesco, 1972.

(5) Waniewicz, I. Demand for Part-Time Learning in Ontario. Toronto: OECA-OISE, 1976, pp. 13-14 and 114 ff.

world and covers an area of 3.8 million square miles. Its topographical and climatic differences are immense. Its population is small, at 23,742,000. Language of use for approximately 60% of Canadians is English; and 27%, French. Nine of Canada's ten provinces are predominantly anglophone, with Quebec being largely francophone. Concentrations of French-speaking Canadians reside in Ontario, New Brunswick, Alberta, and Manitoba. Roughly 20% of Quebec residents are English-speaking Canadians. A third of all Canadians are neither of British nor French descent, but rather European and, increasingly, Asian, West Indian and South American.

Canada is a federal parliamentary state comprising ten provinces and two territories. While subsidiary to the federal government, the provinces possess a relatively high level of autonomy and are conscious of their constitutional prerogatives. One of these prerogatives of particular relevance is education. The provinces have, by constitutional guarantee, exclusive jurisdiction over education. Only in the Yukon and Northwest Territories is education a federal preserve. Even here it is administered at the territorial level.

The situation is compounded by the fact that there exists a strong federal presence in education. Directly or indirectly, Ottawa spends approximately $2 billion annually for education in the form of transfer payments for post-secondary and bilingual education, student loans, adult occupational training, programs for native citizens, and a host of other arrangements. This presence is generally tolerated by the provinces, according to an OECD report, "as long as nobody calls it educational policy and as long as there are no overt strings attached to the money coming from Ottawa".[6]

As a consequence, there is no one educational system, but rather twelve distinct systems, variably articulated, serving the provinces and the territories as well as federal government activity. A second major consequence is that of the integration of adult education with specific

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(6) OECD. Reviews of National Policies for Education: Canada. Paris: OECD, 1976, p. 90

development needs relating to regional disparities, industrial development, poverty, unemployment and bilingual and cultural diversity. A third result is that adult education documentation and research tends to be unco-ordinated and piecemeal. Documentation in one of the country's official languages is not always to be found in the other. With the exception of a survey conducted under the direction of Sandiford in 1935,[7] a detailed and systematic national examination of adult education in Canada has never been undertaken.

Mechanisms for the exchange of information among the provincial authorities responsible for adult education are not well developed. Linking mechanisms such as the Canadian Education Association and the Council of Ministers of Education provide for liaison among educational authorities and for the consideration of policy co-ordination, yet have only been peripherally concerned with adult education. The Canadian Association for Adult Education (CAAE), its francophone counterpart, the Institut Canadien d'éducation des adultes (ICEA), and provincial continuing education associations have been active in the promotion of issues in the field of adult education as well as serving as vehicles for the exchange of information, yet lack the necessary resources.

The overriding feature of Canadian adult education is its diffuseness. There does not exist in Canada as a whole, a coherent articulated system of adult education. It can best be described as complex, highly decentralized, variably funded, and largely invisible. The system is characterized within each province by a further stage of decentralization to municipal, regional school board, college, university, and volunteer organization jurisdictions. A White Paper prepared in 1964 by the CAAE provided the following comments:

> In spite of improvements, it remains a patchwork of courses, schools, programs and systems: a confusing jumble of opportunities, upon which too many adults have to stumble if they discover it at all; an opportunistic, short-term, sporadic enterprise exploited by the nation in time of crisis and left to private and desperate chance when the emergency is past.[8]

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(7) Sandiford, P. et al. Adult Education in Canada: A Survey. Toronto: University Press, 1935.

(8) CAAE. A White Paper on the Education of Adults in Canada. Toronto: CAAE, 1964.

A less harsh yet similar view has been expressed in two more recent studies. In a document prepared in 1972 by the Canadian Commission for Unesco, Canadian adult education was described in terms of being a diffusion of geographic and operational responsibilities with little universal agreement on social and political objectives.[9] The review of national education policies in Canada conducted by the OECD in 1976 gave recognition to the vast array of adult education programs and their success in attracting adults, yet commented with respect to education policy:

> There is no clearly-formulated concept of education policy set in the context of a comprehensive framework of general social policies. Reforms in education are almost totally pragmatic...
> [and are]
> derived from no explicitly-stated overall conceptions of the country's interest.[10]

The delineation of adult education policies is made difficult by the fact that they are rarely rooted in legislation, but rather are in the form of ministerial directives and pragmatic, and often shifting, policy statements. Jurisdiction for adult education may be delegated, as is generally the case with school boards and post-secondary institutions. Adult education is not viewed solely as the prerogative of education ministries in each province, but is also part of the mandate of other ministries. Programs having implications for adults are found in numerous ministries concerned with health, community and social services, labour, recreation and culture, and the like.

The sub-populations of workers, older adults, women entering the labour force, parents, and the under-educated, are not always designated as specific targets of national or provincial level policies. Programs and information on programs affecting women, older adults, and parents, are woefully inadequate. Nevertheless, federal involvement and recent developments at the provincial level have implications directly or indirectly for these populations.

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(9) Canadian Commission for Unesco, op.cit. p. 3 ff.

(10) OECD, op.cit. pp. 19-21.

Administrative structures for adult education vary considerably and are less well-defined in the Maritime provinces of Newfoundland, Nova Scotia, New Brunswick, and Prince Edward Island. In Ontario, a Senior and Continuing Education Branch of the Ministry of Education was created in 1979 and currently is developing a policy statement. The most prominent development has occurred in Quebec and in the western provinces of British Columbia, Alberta, and Saskatchewan.

In Alberta, a process of policy development was spurred by the Report of the Alberta Commission on Educational Planning, entitled A Choice of Futures.[11] Among other matters, the report advocated the development of a system of life-long learning in the province. A distinct approach to adult education was introduced in April 1975, with the implementation of a further education policy on the basis of the document Further Education: Policy, Guideline and Procedures by the Department of Advanced Education and Manpower. The policy views further education as "planned educational experience designed to be integrated on a part-time basis into the ongoing life-style of adults as part of a system of recurrent education".[12] It gives recognition to the variety of agencies, institutions and government departments which play a role in adult education.

The policy introduced guidelines for the formation of Local Further Education Councils (LFEC) and a granting system in support of non-credit courses. LFEC members are generally, but not exclusively, representatives of various agencies and organizations within a region. Regions are defined in terms of city, county or school division boundaries. The purpose of the LFEC is to mobilize resources in a comprehensive and co-ordinated way and to localize initiative for adult learning. The LFEC co-ordinates non-credit further education on an inter-agency basis.

Grants are made available to members of an LFEC sponsoring courses. The locus of programs (Local Hosting Authorities) are generally public and private agencies, educational institutions, and organizations

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(11) Alberta Commission on Educational Planning. A Choice of Futures. Edmonton: Queen's Printer, 1972.

(12) Province of Alberta, Ministry of Advanced Education and Manpower. Further Education: Policy, Guidelines and Procedures. Edmonton: Ministry of Advanced Education and Manpower, 1975.

such as the Y.M.-Y.W.C.A., Agricultural Societies, Arts Councils and Women's Institutes. To be eligible for grants, LFEC proposals must meet a number of criteria. Courses must be planned teacher-learner situations be in excess of 100 hours, involve eight or more adults, and be non-profit. Grants are made available on the basis of instructional-hours and are scaled such that funding is greater in courses involving community problems, citizenship courses, adult basic and literacy education, and English and French as a Second Language.

Participation in further education courses offered by hosting authorities has increased steadily since 1971/72.

Further Education Participation Statistics 1971/72 to Dec. 31/1978[13]

Year	School Authorities	Courses	Participants
1971-72	24	1,300	14,000
1972-73	40	2,200	28,200
1973-74	74	5,400	76,000
	Hosting Authorities/ Public and Private Agencies	Courses	Participants
1975-76	120	9,700	148,000
1976-77	107	12,000	165,600
	Hosting Authorities	Courses	Participants
1977-78	106	12,500	180,400
	111	13,427	200,396

(80 co-ordinators, 81 councils)

The need still exists in Alberta's Further Education Policy for more highly trained field staff, increased grant expenditures, a greater manpower training dimension and a student finance system.[14] Grant support for elderly adults is presently provided and a system of bursaries covering tuition fees, supplies, travel and babysitting services to a maximum of $300. for part-time non-credit learners is now being considered.

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(13) Alberta, Department of Advanced Education and Manpower. Further Education Participation Statistics 1971/72 to December 31/1978. mimeo.

(14) Falkenberg, E. "An Analysis of Alberta's Further Education Policy", CAAE Learning. Vol. 1, No. 1, (Fall 1976) pp. 36-37.

The most noteworthy development in Saskatchewan adult education has been the establishment by the Department of Continuing Education of a regional college system which now numbers fifteen institutions. Enabling legislation passed in 1973 preceded the introduction of the system by one year. The distinct feature of Saskatchewan's college system is the absence of permanent campuses and faculty. The colleges are essentially administrative and co-ordinating organizations utilizing existing facilities and relying heavily on volunteer advisory committees (600) in the province. College boards which are the regional policy makers receive a global grant and, within broad policy guidelines on tuition recovery and program/administration ratios, allocate approximately $500,000 per region annually.

The formally stated purpose of the colleges is "the maximization of opportunities for continuing education through a decentralization of formal adult learning opportunities and the organization of programs at a community and regional level to meet informal learning needs", and that "colleges be developed on a regional basis with priority in development given to rural areas".[15] Specific mandate areas include adult upgrading, general educational development (GED), Canada Manpower and Non-Registered Indian and Metis (NRIM) programs, general interest courses, and university and technical institute courses. The colleges serve in a brokerage capacity for the latter. In 1978, 96,538 adults registered in 6,756 college programs with a participation rate of 14.2%.

College Enrolments in Saskatchewan by %age, 1977-78 [16]

	%
Adult basic education	3.3
Adult secondary education	5.1
Employment training	6.1
Agriculture - farm related	4.0
Institute-related certificate	0.5
University credit	2.1
Fine arts and crafts	19.0

(Cont'd.)

(15) Kutarna, J. "Saskatchewan Community Colleges: A Statement of Basic Concepts", 1979. Quoted from Province of Saskatchewan, Department of Continuing Education. Report of the Minister's Advisory Committee on Community Colleges, 1972.

(16) Ibid.

College Enrolments in Saskatchewan by %age, 1977-78 (Cont'd.)

	%
Physical development	12.2
Home skills related	31.1
Personal development	11.8
Family-community related	4.9
	100.0 (96,538)

Educational leadership in needs identification, the rationalization of overall objectives, and project evaluation have been singled out as areas yet to be substantially addressed.[17] New initiatives may be expected in the areas of technical and vocational training and the possible introduction of campus models as a counterpart to the present system.

Since 1976, the Ministry of Education in British Columbia has undertaken an extensive review of educational policies and practices in adult education. The most influential of these has been the 1976 Report of the Committee on Continuing and Community Education (Faris Report).[18] The Report advocated that the concept of life-long learning be adopted as basic to the planning of the total educational system in the province. The Committee recommended that adult education legislation emphasize: a more systematic and localized provision of services, a greater emphasis on the process of adult learning and the development of skills to enhance it, increased public participation in decision-making, the maximization of existing resources through the increased co-operation of institutions and agencies providing adult education, and sufficient decentralization of resources to ensure greater equality of access. Populations designated as high priority groups were the handicapped, older adults, women, and immigrants. Areas in need of development included adult basic education, career information and educational counselling, and English as a Second Language.

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(17) Sissons, E. "Future of an Illusion", CAAE Learning, Vol. 1, No. 2 (Summer 1977) pp. 15-16.

(18) Province of British Columbia, Ministry of Education. Report of the Committee on Continuing and Community Education in B.C., December 1976.

As a consequence of the Report's recommendations, there has ensued a series of programs, investigations, discussion papers and policy proposals. The Report of the Committee on Adult Basic Education (January 1979) cited adult basic education as an area of neglect and low priority at all levels.[19] It provided 46 recommendations, principal among these being the need for a provincial directorate responsible for communications, material development and distribution, data collection, in-service training, program evaluation and funding procedures. The Advisory Committee on English as a Second Language for Adults (February 1979) recommended a five year plan for the systematic improvement by institutions of ESL services, improved funding, the development of outreach programs, and the formulation of a central resource centre for curriculum development and staff training.[20] The Report on Non-Traditional Learning Programs for Women at B.C. Post-Secondary Institutions (February 1979) advocated the development of a provincial co-ordination with adequate funding, support for Women's Access Programs, comprehensive needs assessment, and the systematic review of institutional policies and practices.[21]

Continuing education at the community level has received considerable attention. A Continuing Education Pilot System introduced in 1977 provides grants for each school district and college. Since its inception, 143 projects have been funded, involving as participants and recipients over 150,000 people. Projects have entailed seniors' continuing education projects, life skills, volunteer training, curriculum development, and family education. A review of the system indicated access was a problem for those unable to pay, that procedures for consultation and follow-up were in need of clarification, and that funding ($500,000 in 1978-79) was insufficient to adequately seed projects. At the same time, the system was viewed as an excellent means of promoting innovative and valuable projects, successful in allocating funds for developmental projects at a low cost and by a

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(19) Province of British Columbia, Ministry of Education, Science and Technology. Report of the Committee on Adult Basic Education. Discussion Paper, January 1979.

(20) Province of British Columbia, Ministry of Education. English as a Second Language for Adults. Discussion Paper 04/79, February 1979.

(21) Province of British Columbia, Ministry of Education. Women's Access Centres: A Proposal. Discussion Paper 03/79, February 1979.

rational system, supported by college and school board administrators.[22]

Public educational institutions play a major role in the provision of adult education in the province. Continuing education enrolments in schools, universities, colleges and technical institutes totalled 319,940 in 17,121 courses in 1976-77.[23] The recently introduced Draft Policy on the Provision of Community Education and General Interest Education (January 1980) and the Draft Policy on the Provision of Continuing Education in the Public Education System (November 1979) give recognition to the extensive role and potential of public educational institutions in continuing education.[24] Specific areas of responsibility for adult basic education, community education, general interest education, academic and technical education, vocational training, and business and professional continuing education, have been accorded to colleges, school boards, universities and technical institutes in a comprehensive and co-ordinated fashion. Support in the form of policy development, advocacy, co-ordination and liaison, provincial needs assessment, program planning and development, financial allocation and system-wide monitoring will be provided by the Division of Continuing Education, supported by a Ministry Advisory Committee on Adult and Continuing Education.

A delivery system for the provision of distance education has been introduced. Prominent distance learning programs in Canada are provided by Newfoundland's Memorial University, Quebec's Télé-université, Alberta's Athabasca University, and through television and radio broadcasting under the auspices of educational authorities such as ACCESS (Alberta) and OECA (TV Ontario). The distinguishing characteristic in British Columbia is its comprehensiveness and potential. The province's

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(22) Province of British Columbia, Ministry of Education. Report of the Committee on the Assessment of the Continuing Education System of the Continuing Education Division, Ministry of Education, Government of British Columbia, December 1978.

(23) Province of British Columbia, Ministry of Education. B.C. Post-Secondary Statistics 1976-77. Continuing Education Data. Victoria: Ministry of Education, Educational Data Services.

(24) Province of British Columbia, Ministry Advisory Committee on Continuing Education. A Draft Policy on the Provision of Community Education and General Interest Education Programs, January 1980 and A Draft Policy on the Provision of Continuing Education in the Public Educational System of British Columbia, November 1979.

fourteen community colleges serve as a primary vehicle for the delivery of distance education courses. The most active of these has been North Island College which operates out of limited traditional facilities and has a network of college centres with mobile classrooms and tutors, and a system of drop-off centres providing reference material. Television, telephone, video-tape, audio-tape, print material, simulation, and satellite have been used for program delivery by Okanagan, Northern Lights and East Kootenay, as well as other colleges.[25] The Open Learning Institute officially began in September of 1979.[26] Its admission procedures are modelled after those of the British Open University. Seven pilot courses have been introduced, incorporating three university-level courses and a full grade ten completion program. Ultimately, course offerings will include vocational and pre-vocational programs, university degrees, secondary school completion and basic literacy studies.

Quebec's system of adult education is the most comprehensive in the country. Influenced by two commissions of inquiry: one into adult education (Ryan Commission) in 1964 and another into education (Parent Commission) in 1966; the government created la Direction générale de l'éducation des adultes (DGEA) within the Ministry of Education in 1966, and introduced a new organizational structure. An inquiry into the province's adult education needs and resources (Opération départ) and research on a theoretical model of education permanente (Opération départ Montreal) led to the establishment of a new system of adult education jurisdiction.[27] The system is based on regional school boards (CS) and delimits nine regions within which are fifty-six territorial divisions.

In 1972, a new service program, SEAPAC (services éducatifs d'aide personnelle et d'animation communautaire) was introduced to facilitate

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(25) Province of British Columbia, Ministry of Education. Report of the Distance Education Planning Group on a Delivery System for Distance Education in British Columbia, March 1978.

(26) Shore, V. "Enrolment double most optimistic estimates", University Affairs (January 1980) pp. 2-3.

(27) Ministère de l'Education, Direction Générale de l'Education Permanente. l'Operation Depart: Synthèse des rapports régionaux, 1970.

adult learning in the regions. The technical resources of the school boards and the use of animators (animateur-formateur et animateur-consultant) are the principal support forms. The form of SEAPAC in each region is determined through the collaboration of local groups with the Direction's services de l'education des adults (SEA).

Underlying SEAPAC's educational approach is a heavy reliance on adult participation in decision-making and the use of media resources. Prior to its introduction, a series of experimental projects were initiated by the Direction. SESAME (Sessions d'enseignement specialise aux adults par le ministre de l'Education) was an experiment in adult learning methodology and the training of adult educators.[28] TEVEC, a multi-media regional development project in the Saguenay-Lac Saint John region involved 32,000 participants in adult basic education projects and in selected socio-cultural theme courses broadcast by television.[29] Another 60,000 viewers were attracted to various broadcasts. TEVEC served as the basis of Multi-Media, a third major program.[30] In operation between 1972 and 1978, Multi-Media was a strategy for the development of human resources using a wide range of instructional methods and modes of intervention, based on mass media and social and educational animators. Various projects involved 25,000 adults in specific courses, a viewership of 134,000 for weekly broadcasts and up to 35,000 subscribers to an educational publication series.

A multi-media approach remains a dominant theme of adult education in Quebec. Recent legislation is likely to increase the use of radio and television broadcasting in the province. An act passed in June 1979 specified the establishment by Radio Quebec of a provincial educational broadcasting firm, responsive in content to regional committees.[31]

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(28) Lachine, L. La Lecon des Faits: Programme de formation des educateurs d'adultes (SESAME). Quebec l'Editeur officiel du Quebec, 1974.

(29) Lallez, R. The TEVEC casi: an experiment in adult education using the multi-media system. Paris: Unesco - IBE, 1973.

(30) Gouvernement du Quebec, Ministère de l'Education, Direction générale de l'éducation des adultes. Statistiques de l'éducation des adultes. Quebec: Ministère de l'Education, 1978.

(31) Assemblee Nationale du Quebec. Projet de loi #5. Loi modifiant la Loi de l'Office de radio-télévision du Quebec, Juin 22, 1979.

A second act followed in November authorizing financial and technical support for firms broadcasting educational programs.[32] Educational broadcasting is defined in the act as "programming that must favour the exercise by citizens of their right to education, promote their access to their cultural heritage, promote their access to economic and social well-being, or favour the exercise of their right of freedom of expression and their right to information".[33]

The DGEA is responsible for two major educational areas. The first is in workers' education and training (formation du travailleur). Most programming, which takes the form of retraining, upgrading, certification, re-entry to the labour force, and general education, is found within the framework of federal schemes.[34] The second rests on the principle of self-directed learning (autoformation) and relies heavily on media based guidelines formulated from the experiences found through TEVEC, SESAME, and Multi-Media. Referred to as citizenship development (formation du citoyen) its purpose is to:

> Vise à rendre les membres de la société concients des problèmes qui se posent dans leurs relations entre eux et dans leur milieu, présents et participant aux prises de decisions qui les concernent, ouverts et responsables face à la prise en charge de leur devenir collectif.[35]

Under the umbrella of citizenship development are programs within the school boards, unions, voluntary associations, and colleges. Additional support is provided to the boards in the form of financial and technical assistance (l'animation communautaire et le support à l'action communautaire) for community development projects. In 1979, 48 such projects were funded

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(32) Assemblee National du Quebec. Project de loi #4. Loi sur la programmation éducative, Novembre 27, 1979.

(33) Ibid.

(34) Gouvernement du Quebec, Ministère de l'Education; Direction générale de l'éducation des adultes. Présentation de la Direction générale de l'éducation des adultes. Quebec: Ministère de l'Education, 1978, p. 6.

(35) Ibid.

(36) Ministère de l'Education. Revue de programmes 1980-81: Objectif général et infrastructure. Quebec: Direction générale de l'éducation des adultes, 1979.

involving 417 groups and 7,142 adults.[36] The DGEA also provides direct subsidies to voluntary associations (l'aide populaire dans les organismes voluntaires d'éducation populaire OVEP). Six hundred projects with 350 organizations were funded that same year.[37] Close to 90% of OVEP projects in 1976-77 entailed programs on the family and animation and human relations.[38]

Part-time enrolment in 1978-79 totalled 460,204 with another 39,375 full-time. A specific breakdown follows:

Education des adultes, Clientèles, 1978-79 et 1979-80[39]

Formation à temps plein	1978-79	1979-80*
Formation général	12,988	12,933
Formation professionnelle	26,387	28,372
TOTAL	39,375	41,305
Inscriptions à temps partiel		
Formation général	100,885	113,945
Formation socio-culturelle et animation communautaire	276,770	313,613
Formation professionnelle	70,196	85,802
Formation en industrie et petites et moyennes enterprises	12,353	13,410
TOTAL	460,204	526,770

*forecast

Despite developments in Quebec, a number of concerns need to be addressed. The Conseil supérieur de l'éducation reported in 1979 the need to better integrate general and professional education, to resolve the conflict in jurisdiction between education and training, to clarify socio-cultural education and community animation in the school boards, and to attend to the tension between autonomous organizations and adult

(37) Ibid.

(38) Gouvernement du Quebec. Statistiques de l'éducation des adultes, op.cit., p. 29.

(39) Ministère de l'Education. Rapport des Activitiés L'Education au Quebec. Quebec: Ministère de l'Education, 1979, p.94.

education services.[40] Despite past programs such as SESAME, Multi-Media, and programs in Point-St-Charles, Youville à Beaubarnois, and other locations, adult basic and literacy education has not been adequately addressed, according to Hautecoeur.[41]

In 1978 the government stated its intention to elaborate a more comprehensive policy on adult education. This has been underway and is still evolving. Its immediate effect will be to increase, by 6%, funding (now at $124 million) for general and socio-cultural education in 1980-81.[42] Women (particularly in areas of non-traditional occupations training), cultural development, language training, energy use, and disadvantaged adults (under-educated, handicapped, native people) will receive increased attention.[43]

Despite developments at the provincial level, policies and programs respecting the under-educated, older adults, workers, women entering the labour force, and parents, are less than extensive or comprehensive. Except for federal policies and programs dealing with technical and vocational education, women entering the labour force, and the under-educated, together with some provincial input, programs in these areas remain outside government jurisdiction, are generally not subject to co-ordinated effort, and have not been systematically evaluated.

WORKER EDUCATION

There are serious inadequacies in Canada's system of education and training. The report to the federal Department of Labour by the Commission of Inquiry on Educational Leave and Productivity (Adams Commission) in June 1979, indicates that most training in industry is short-term, job specific, available to a minority of employees only, and that few

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(40) Gouvernement de Quebec, Conseil superiéur de 1'éducation. L'état et les besoins de 1'éducation: Rapport 1978-79. Quebec: Gouvernement du Quebec, 1979.

(41) Hautecoeur, J.P. Analphabétisme et alphabétisme au Quebec. Quebec: Gouvernement du Quebec, 1978.

(42) Ministère de 1'Education. Revue de programmes 1980-81, op.cit.

(43) Ibid.

reasonable alternatives to post-secondary education exist for those in search of vocational training.[44] Apprenticeship training, the principal form of general vocational training provided by employers, is underdeveloped and the availability of systematic industry-based training for vocational competence in skilled jobs other than apprenticeships tends to be the exception. According to the report, the acquisition of technical qualifications for working people by means of a combination of practical experience and in-class instruction is, in fact, becoming increasingly more difficult. For instance, only 5% of the 16 to 24 year olds in the labour force were registered apprentices in the fiscal year, yet application/position radios are often 20 or 30 to 1.

A number of factors account for the lack of long-term training by employers. Included among them are: the fear on the part of employers, particularly those with limited funds, of providing mobile skills; the encouragement of youth to remain in school because of high unemployment rates; and educational policies that foster dependence on Canadian post-secondary systems.[45] In addition, there is no single agency to advise prospective industrial trainers, with the exception of the Ontario Training in Business and Industry (TIBI) program, and the federal government's Canada Manpower Training programs (CMTP). In a report submitted to the Canada Employment and Immigration Commission in 1978, 92.5% of companies surveyed knew about available government grants yet did not utilize these because of a preference for selecting their own trainers, the desire for designing their own training programs, the high administrative costs in dealing with Manpower and/or the inability of Manpower officials to fully comprehend the company's problems.[46]

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(44) Report of the Commission of Inquiry on Paid Educational Leave and Productivity: Education and Working Canadians. (Adams Commission), R.J. Adams, Chairman. Ottawa: Labour Canada, June 1979.

(45) Ibid. pp. 97-99

(46) Robertson, Nickerson, Group Associates Ltd. Case Studies on Aspects of Training Upper Skilled Blue-Collar Industrial Workers. Report to the Department of Employment and Immigration, Ottawa, 1972.

An Adams Commission survey indicates that only between 27% and 32% of the enterprises responding to a questionnaire had a plan or policy on training and development during working hours.[47] Since large organizations were much more likely to undertake training, 68% of all employees in the sample worked for an organization with a training plan. With respect to employment distribution, 99% of covered employees worked in an establishment allowing time off for job-related training, 25% for labour studies, and 40% for general and social education. Although the vast majority of employees work for organizations with a training plan, only 15.1% were reported as having received training in 1978.

Number of Employees on Training and Development in 1978[48]

Category	A Number On Training	B Labour force in estabs. with plans	C Percent On Training (A as % of B)	D Total Number of Employees In Sample	Percent of Total Employees on Training (A as % of D)
Exec., Prof., and Manag.	102,404	339,546	30.2	431,851	23.7
Office	105,168	500,728	21.0	709,177	14.8
Non-Office	190,764	965,864	19.8	1,502,249	12.7
TOTAL	398,336	1,806,138	22.1	2,643,277	15.1

All provinces have manpower training policies which generally rely on institutional training. Major programs of continuing education in the workplace have been provided by the federal government and by the Ontario government.

Federal programs in the field of technical and vocational training are sponsored by the Canada Employment and Immigration Commission (CEIC). Federally funded training programs have been directed towards the continuing education of workers and the under-educated. Significant federal involvement in this area dates from the passage of the Technical and Vocational Training Assistance Act (TVTA) in 1960. Giving impetus to the

(47) Adams Commission, Education and Working Canadians, op.cit., p. 144

(48) Ibid. p. 149

establishment of the act was an economic recession in Canada in the late 1950's and early 1960's, and an increased public awareness of poverty, under-education and unemployment. The act was superceded in 1967 by the Adult Occupational Training Act (AOTA) which is the current enabling legislation. The AOT Act authorizes training to increase earning capacity or opportunities for employment through the provision of skills needed for the labour force. Programs sponsored by the act have also been expected to serve other purposes as well - maximizing employment, reducing inter-regional and interpersonal income disparities, reducing unemployment by withdrawing workers from the labour force, and meeting the demands for income supplementation and social development for various groups.[49]

Training under the AOT Act is provided either in industrial settings (Canada Manpower Industrial Training Program) or in institutions (Canada Manpower Training Program). Under the institutional training provisions, arrangements are made with the provinces for the purchase of training provided by the community colleges, technical institutes, trade schools and vocational centres. The plan provides funding for provincially registered apprentices who are required to attend educational institution training classes for up to twelve weeks annually. An Occupational Skill Training component is also incorporated within institutional training. This generally entails classroom learning and encompasses some 800 different courses involving skill acquisition at the sub-professional level. Three additional components: Basic Training for Skill Development, Basic Job Readiness Training, and Work Adjustment Training, are more directly concerned with the under-educated.

Under the Vocational Rehabilitation for Disabled Persons Act (VRDP), the federal government also provides 50% of the costs incurred by the provinces in undertaking training programs for the disabled.[50] Federal responsibility has been borne by the Department of National Health and Welfare under the Canada Assistance Plan scheme since 1973. Participants in the program in 1976-77 totalled 7,054.

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(49) Employment and Immigration Canada. The Canada Manpower Training Program: A Policy Review, September 1977, p. 6 ff.

(50) Statistics Canada. Vocational and Technical Training, 1976-77. Ottawa: Statistics Canada, March 1979, p. 14.

In the industrial training programs (CMITP), funds are provided in support of employer-centred training. Courses may be part-time, of short duration, or up to one year in length. The industrial training program is intended as a cost-sharing arrangement with employers. Costs of such items as administration, production materials used in training, and fringe benefits are the responsibility of the employer. The federal government assumes the full cost of instructors' salaries, travelling and living expenses (where applicable), training aids, and the rental of premises and equipment. When all or a portion of the training is provided by an outside institution, the program also provides for a reimbursement of course fees to a maximum of 75% and of trainee travelling and living expenses of up to 50%. The industrial training program was introduced in 1974 and replaced a number of previous programs. It provides consultative and financial assistance for employers initiating training or expanding training capacity. The objectives of the program are:

1. to fill positions for which skilled qualified workers are not available;
2. to retain employees who might otherwise be laid off because of technological or economic changes;
3. to participate in the support of industrial development strategies in various regions of the country;
4. to fill new job vacancies that have resulted from the expansion of company operations; and
5. to provide jobs and training for people who find it especially difficult to obtain and hold permanent employment (i.e., "special needs" workers).[51]

Between 1967 and 1977, annual expenditures in purchasing and subsidizing training and in paying training allowances averaged $500 million. Total participant numbers averaged roughly 250,000 yearly. Expenditures have increased slightly and totalled over $600 million in the 1978-79 fiscal year. Full-time and part-time trainees totalled 286,494. Enrolments and expenditures follow.

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(51) Employment and Immigration. Canada Manpower Training Program, op.cit. Appendix A, pp. 3-4

Canada Manpower Training Program, Trainee Starts, 1978-79[52]

	Number of Trainees
Full-Time Public and Private Institutions	
Skill Training	65,024
Language Training	5,720
BTSD	31,364
Job Readiness Training	7,094
Work Adjustment Training	1,537
Apprenticeship Training	51,417
Total Full-Time Training	162,156
Part-Time Institutional Training	45,402
Total Institutional Training	207,558
Industrial Training	78,936
TOTAL	286,494

Canada Manpower Training Program, Institutional and Industrial Expenditures, 1978-79[53]

	Expenditures
Institutional Training	
Purchases	$331,697,455.
Allowances	116,993,377.
Unemployment Insurance	102,668,073.
Total	551,358,905.
Industrial Training	83,697,475.
Training Improvement Costs	2,294,198.
Total	$637,350,578.

The evaluation of training outcomes is made extremely difficult due to the complexity of the program.[54] Follow-up of 1973/74 graduates, for example, indicates that the overall employment rate for

(52) Employment and Immigration Canada. Annual Report, 1978-79. Ottawa: CEIC, 1979.

(53) Ibid. Table adapted

(54) Duquet, D. and J. Field. Manpower Training at the Crossroads. Conference Report. Toronto: CAAE/ICEA, 1976.

the skill component of institutional training was 76% with two-thirds of the employed working in a training related occupation. Employment rates were 36% for basic training and 59% for language training. In the industrial training component, 79% of the trainees were employed after training, with wage increases of 35%, twice the increase of averages in the country. At a national conference on adult occupational training held in 1976, Gunderson, in describing the program, concluded:

> Many individuals have been raised out of poverty by Canada Manpower Training; however, the effectiveness of training remains an open question. It appears that the disadvantaged receive substantial wage gains from training and yet higher costs of perhaps less lengthy benefit periods imply low benefit-cost ratios. This appears to be especially the case for preparatory training.[55]

In examining manpower training in Canada, conference delegates pointed to: the need to integrate the process of manpower training more thoroughly into the overall education system in Canada; the need for more congruity between adult occupational training and the rest of adult education; the need for an overall perspective, not just planning in the context of purely economic criteria; and the need for more comprehensive (polyvalent) curriculum in the content of training in order to respond to both immediate training needs and the social context of the worker and the work place.[56]

A program, entitled Training in Business and Industry (TIBI), comparable yet distinct from the CMITP, has been introduced by the Ontario government under the aegis of the Ministry of Colleges and Universities. The focus of the program is skills upgrading for employed adults below the supervisory level. TIBI courses tend to be of shorter duration than CMITP courses. Most are less than fifty hours. The range of courses is a broad one and includes training in the use of technical equipment, sales, human relations management, problem solving family workshops, supervision fundamentals, and personal fitness programs. Over one-half of the participants in 1977-78

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(55) Gunderson, M. "Evaluation of Government Supported Training in Canada" in Manpower Training at the Crossroads, ibid, p. 16.

(56) CAAE. "Conference Report: Manpower Training at the Crossroads". Toronto: CAAE Learning, Vol. 1, No. 2, Summer 1977, pp. 17-19.

undertook training in four occupational categories - merchandising and sales (22.2%), medical and dental services (15.6%), management (8.1%), and transportation and communications (7.7%). Almost 85% of the training conducted is on company premises. A network of 22 community colleges serve as the program delivery vehicle. The province funds one-third of the training costs, the largest expenditure being the salaries of teachers. Generally these are college instructors, although company officials also serve in this capacity. The remainder of the costs are borne by the individual companies. In the 1977-78 fiscal year, 85,283 adults were involved in various TIBI courses. This program has been cited by college staff for the wide range of courses offered and an excellent cost-benefit ratio.

There are a number of creative schemes in the public and private sectors designed to improve the accessibility to educational opportunities for working people.[57] Space limitations allow only a few to be highlighted.

The Saskatchewan Government Administrative Development Program (ADP)

The plan qualifies clerical personnel (largely women) to move into managerial and administrative positions through the provision of courses in economics, sociology, administration, accounting, writing and government at the University of Regina, the University of Saskatchewan, and La Ronge Community College. Courses are offered one or two afternoons each week and time off with pay is provided. The program generally takes two and one-half years but may be completed in a shorter period, taking evening classes. Total enrolment is about 50, and 40% of the first two years' enrolees have received promotions.

(57) Statistics Canada. Publicly-Supported Vocational Training Involving the Private Sector, 1977-78. Ottawa: Statistics Canada, June 1979. And, Ontario Ministry of Colleges and Universities. Training for Ontario's Future. Report of the Task Force on Industrial Training, 1973.

Technical Training at Moffat

A system of certification in different technical areas has been introduced. The number of specializations and certifications vary according to employer skill levels. Ten specializations exist for technicians and six for supervisory personnel. Courses average five weeks in length, but may take from four weeks to six months depending on individual skill level. Bonuses of $5-$6 per specialization per month are provided. Many employees train on their own time and the union has agreed to waive the collective agreement on overtime to hasten the process leading to obtaining bonuses. The program has been cited as of potential value to industries and companies that incur slack periods during the year.

The Union Education Program of the United Auto Workers

This is a block release program for local union leaders involving five periods of four days instruction combined with two weeks of home study. Employer payments of one cent per hour per employee into a union-controlled fund provides for the program. Subject areas taught include introduction to learning, economics for trade unionists, communications, collective bargaining, and human, social, and economic problems such as health and safety, and human rights legislation. The locus of the program is the U.A.W. education centre at Port Elgin, Ontario. In the first year, 93 union members participated in the program.

The Petroleum Industry Training Service (P.I.T.S.)

P.I.T.S. is an independent multi-employer training program offering courses in technical skills. Advice

is provided by committees representing various sectors of the petroleum industry. Courses may be contracted to consulting firms or educational institutions or given on site, using educators, consultants and industry experts. Employers designate trainees and in most cases provide for expenses including salaries. Total enrolment is between 6,000 and 7,000 annually.

With respect to labour education, much of the initiative is provided by the approximately 130 labour councils in Canada and the country's largest central labour body, the 2.3 million member Canadian Labour Congress (CLC). Historically, the labour movement has initiated, planned and financed its own programs.[58] Most union education is concerned with steward's or grievance training, local union administration, labour and social legislation, and collective bargaining. Major forms of labour education provision are weekend institutes, evening courses, and one-week schools. Since 1963, the Labour College of Canada has provided both residential and correspondence courses in trade unionism, economics, political science, sociology and other disciplines. Labour studies programs are now available at Ontario's Niagra and Humber Colleges of Applied Arts and Technology, and at McMaster University, the University of British Columbia, Simon Fraser University, the University of Quebec at Montreal, and St. Francis Xavier University's Atlantic Region Labour Education Centre.

Accessibility to union education varies considerably. Verner and Dickenson reported in 1974 that education and information services provided to members tended to increase as the size of the union increased.[59] Resources to mount systematic educational programs were generally available only in the larger (industrial) unions. In 69% of the local unions there proved to be no person assigned a specific responsibility for education. This was the case in three-fourths of the unions not affiliated with the

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(58) Adams Commission, Education and Working Canadians, op.cit., pp. 153 ff.

(59) Hepworth, B. "Workers' Education in Canada: Selected Programs and Experiences". Toronto: CAAE, Learning, Vol. 2, No. 2, Winter 1979, pp. 16-18

CLC or Quebec's Confederation of National Trade Unions (CNTU). Of 118 national and international unions affiliated with the CLC, only 18 had a recognized education department. In addition, the Adams Commission found that relatively few employees covered by collective bargaining agreements worked in enterprises allowing either short-term or extended leave for union studies.

Availability of Leave for Union Studies (1979)[60]

	A No. of Estabs. with plan	B Labour Force in Estabs. with plan	C No. of employees covered by collective agreements	Percent covered by leave arrangements (B as a % of C)
Extended Leave				
Exec., prof., managerial	171	64,837	108,107	60.0
Office	164	124,576	312,886	39.8
Non-office	167	174,170	1,032,960	16.9
All		363,583	1,453,953	25.0
Short Term Leave				
Exec., prof., managerial	227	69,482	108,107	64.3
Office	206	139,768	312,886	44.7
Non-office	358	235,979	1,032,960	22.8
All		444,229	1,453,953	30.6

Since the adoption of the ILO convention 140 by the CLC in 1976, paid educational leave has assumed a higher priority by unions in Canada. The United Auto Workers have arranged 116 collective agreements providing leave for union training. Particularly active also, have been the United Steelworkers of America, the Canadian Paperworkers' Union and the Canadian Union of Public Employees. Labour education possibilities have also been enhanced by an agreement between the federal Department of Labour and the CLC in 1977. Since then, the Labour Department has provided a grant for the promotion of labour studies. The grant covers a five year period with $2 million allotted annually to the CLC and another $600,000

(60) Verner, C. and G. Dickenson. Union Education in Canada: A Report of the Educational Activities of Labour Organizations. UBC: Adult Education Research Centre, 1974.

yearly to labour groups not affiliated with the Congress. Both of these actions should have beneficial results for labour education in Canada, although the extent of these gains remains to be seen.

OLDER ADULTS

While educational opportunities and policies for working Canadians have been the subject of recent studies, this is not the case for older adults. Most research in gerontology is directed towards areas other than education. Sufficient research to guide policy is lacking. Communications among educators and others who work with older people have been described as little more than chance and haphazard.[61] With the exception of studies by Waniewicz, Fales and Nusyna, Vigoda and Ellis, and the Third Career Research Society, little research has been directed toward the education of older adults.[62]

The general finding of these studies is that interest is highest in instrumental areas such as financial management, legal issues, health care, and consumer-related studies and that much of the learning that occurs takes place in public buildings whose principal function is not educational. A study for the Alberta government by the Third Career Research Society found that 66% of the respondents wished to participate in continuing education programs. Interest declines considerably among urban retirees (20%) and is less among rural retirees.[63] A recent survey of 1078 Ontario men, aged 63, by Vigoda and Ellis, found that 23% were engaged in some form of learning during the previous twelve months. Subject areas were described accordingly (chart on following page).

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(61) Adams Commission, Education and Working Canadians, op. cit., p. 128.

(62) Riddell, G. "Gerontology in Canada", Toronto: CAAE, Learning, Vol. 1, No. 4, Spring 1978) p. 15.

(63) Waniewicz, I., Demand for Part-Time Learning, op.cit.; Fales, A. and L. Nusyna. The Learning Needs and Interests of Senior Citizens in Hamilton. Report of a Study for the Hamilton Board of Education. OISE, Department of Adult Education, 1975; Vigoda, D. and D. Ellis. "Some Factors Influencing Participation in Educational Activities of Older Ontario Men", Paper presented at the Eighth Annual Scientific and Educational Meeting of the Canadian Association of Gerontology, Halifax, November 2, 1979; Third Career Research Society. Retirement in Alberta. Edmonton, Alberta: Third Career Research Society, 1976.

Distribution of Subject Areas Reported by[64] Educational Participants According to Sponsoring Institutions 1979

Subject Areas	Total Reported #	%	Non-formal Institutions #	%	Formal Institutions #	%
Job-Oriented	141	47.5	115	48.5	26	41.9
Hobby-Recreational	63	21.0	50	21.1	13	21.0
Personal Development	34	11.4	21	8.9	13	21.0
Religious Studies	25	8.4	25	10.5	0	0
Public Affairs	17	5.7	16	6.8	1	1.6
Academic Subjects	14	4.7	6	2.5	8	12.9
Home and Family	5	1.7	4	1.7	1	1.6
TOTAL	229	100.0%	237	100.0%	62	100.0%

Leadership in Learning Opportunities for Older People (LLOOP), a volunteer organization of adult education faculty and graduate students at the Ontario Institute for Studies in Education, as well as others in the field, represents the sole organization in Canada that has, as its primary concern, the continuing education of older adults and the provision of support to practicioners in the field. Within the last two years LLOOP has begun a process of network development, research, information exchange, and leadership training. Recent actions include a workshop on "Counselling the Older Adult", the development of a training kit on Interpersonal Skills for Involvement with Seniors (ISIS) and a preliminary survey of pre-retirement courses available in Ontario.

Even an adequate portrayal of programs for older adults is next to impossible due to the paucity of data. In an Issue Paper forwarded to the Canadian Association for Adult Education in September 1979, LLOOP described the response to the learning of older adults in Canada as 'inequitable', with no effort towards a Canada-wide or even regional inter-institutional co-operative attempt to redress the situation.[65] In an October 1979 meeting to discuss 'the state of the art' sponsored by the

(64) Third Career, Retirement in Alberta, op.cit.

(65) Vigoda, D., and D. Ellis, Some Factors Influencing, op.cit., p. 10.

CAAE, a common conclusion reached was that:

> There appears to be no data base to determine who the potential learners are; adult education seems to still reach those who appear to need it least. There is no clearinghouse for information about what courses are offered, and how they are developed. It was perceived that there is a need for consciousness-raising among the educational leadership, to learn about normal aging and how to be better facilitators (for learners of all ages). There is a lack of a range of opportunities for learners of all ages across Canada, and especially there is almost no opportunity for intergenerational experiences. It was observed that physical accessibility is a problem as a result of poor transportation and the isolation of many educational facilities. It was generally accepted that there was a lack of recognition of the needs of the older adult.[66]

Notable activities or developments might include the actions of two Toronto-based organizations, the AGORA Foundation and the Third Age Learning Associates (TALA). Both organizations are operated by seniors and provide educational counselling and seminars and workshops for older adults. A weekly CBC Toronto television program From Now On has received critical acclaim. It offers programs for older adults on such matters as fitness, money management, meal planning and nutrition, medical information, legal advice, gardening techniques, and coping with widowhood and divorce. More than twenty stations in the country now rebroadcast it. In November 1979, an Office on Aging opened at McMaster University. The purpose of the Office is to co-ordinate on a multidisciplinary and multi-faculty basis research on the elderly and on the education of adults.

Many government agencies are directly and indirectly involved with older citizens, yet coherent policies in gerontology and educational gerontology do not exist. Papers presented at a National

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(66) Leadership in Learning Opportunities for Older People. Newsletter, IQRT, 1980, p. 19.

Symposium on Aging in 1978 evidenced the need for the systematic planning and co-ordination of programs and services at all levels.[67] The reformation of provincial adult education policies should result in increased attention to the older adult. The establishment of senior citizens' advisory committees in a number of provinces should also aid the formation of government policies. Statistics Canada projections of 2.3 million Canadians aged 65 and over by 1981 and between 3.3 and 4 million by the year 2001 point to the urgency for policy development in this area.

WOMEN ENTERING THE LABOUR FORCE

Women constitute 51% of Canada's population. The number of women participating in the labour force has increased from 33.6 in 1966 to 45.9 in 1977.[68] Participation rates vary in the provinces from a high of 50.3% in Alberta to 32.0% in Newfoundland. Increased participation has been fueled by the influence of the women's movement, a reduction in family size, the increased necessity for women to supplement family income, and an increase in the number of single women.

Women still tend to be disproportionately represented in traditional occupations and suffer startling disparities in income when contrasted with men in the labour force. Incomes for full-time working women have been calculated at slightly over half those of men, with the gap widening. Lifetime earnings of women in Canada from those with no education to those with university degrees, as a percentage of men's earnings, range from 34% to 48%.[69] Of Canada's female labour force of 3,900,340 in 1976, 326,000 were in medical and health occupations, representing 75.5% of all people so employed. Another 1,265,000 women in clerical occupations represent 75.3% of all people employed in

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(67) Ibid., p. 29.

(68) Ontario Ministry of Community and Social Services, Senior Citizens' Branch, Office on Aging. Report of the National Symposium On Aging, Ottawa, October 25-27, 1978.

(69) Labour Canada, Women's Bureau. Women in the Labour Force: Facts and Figures, 1977.

such occupations.[70] Women in publicly supported vocational training are concentrated in four traditional areas: stenographic and clerical trades (22.1%); fabricating, assembly and repairing textiles (14.3%); service occupations (12.2%); and food and beverage processing (8.9%).[71] Women in federal training programs are decidedly under-represented in institutional, apprenticeship, and skill training programs:

Characteristics of Full-Time Institutional Trainees[72] (1975/76), and CMITP Trainees (1974/75)

	Sex	
Component	Male	Female
Skill Training	61.6	38.4
BTSD	45.8	54.2
Language Training	47.7	52.3
Apprenticeships	96.9	3.1
CMITP	76.5	23.5
Labour Force	65.0	35.0
Unemployed	68.3	31.7

Human rights codes in Canada prohibit discrimination because of sex or marital status in recruitment and hiring, training and apprenticeship, promotion and transfer, dismissal, and terms and conditions of employment. Affirmative action by the provincial governments in the form of community outreach information, referral and consultative services have been introduced. A major shift in employment policy at the federal level was announced in March 1979. Termed the National Plan of Action on the Status of Women, its purpose is to enhance access to the labour force by women through the provision of special assistance programs. This is to be facilitated by a Women's Employment Section located in the various CEIC regions in Canada. Specific action in the regions will vary according to regional needs. Common to all will be affirmative action with unions, employers, and professional associations, mini-workshops on Creative Job Search Techniques, the use of a computer-based vocational assessment and occupational information system entitled CHOICES (located in 50 CEC centres),

(70) Cook, G., ed. Opportunity for Choice: A Goal for Women in Canada. Ottawa: Statistics Canada and the C.D. Howe Research Institute, 1976, and MacKeracher, D., A Report to the Canadian Committee on Learning Opportunities for Women: Background to Policy Development, November, 1978. mimeo.

(71) Labour Canada. Women in the Labour Force, op. cit.

(72) Statistics Canada. Publicly-Supported Vocational Training, op. cit., p. 25.

and increased referral of women to apprenticeship training, and job creation schemes such as Canada Works and the Local Employment Assistance Program (LEAP). While some action preceded the formal adoption of the plan, many programs are in an incipient stage and system-wide assessment has yet to be conducted. Data collection, when undertaken, is done at the local CEC level.

The Ontario Region has taken the lead in operationalizing the Women's Employment Policy and has issued an Employment Operating Plan for the 1979-80 fiscal year. The goals of the Plan include:

1. using advertising to inform women of accessibility of training for non-traditional occupations, particularly indicating those where women have priority;
2. purchasing and utilizing the Introduction to Non-Traditional Occupations (INTO) program to orient women to alternative occupations;
3. promoting the participation of women in non-traditional CMITP contracts;
4. participating in seminars/meetings with employers and employer associations, the agenda of which will include the dispelling of myths re women in employment;
5. encouraging female participants in JET (Job Experience Training) to enter non-traditional areas;
6. ensuring that referral of women to Canada Works projects is proportional to their unemployment levels in the community;
7. undertaking special initiatives such as the use of Career II and to provide women with the necessary assistance to participate equally in the labour market.[73]

Special programs for women include:

1. Career II. A 16 hour program that operates over a period of from two days to eight weeks in the

(73) Employment and Immigration Canada. Interdepartmental Evaluation Study of the Canada Manpower Training Program, Technical Report. Ottawa: CEIC, 1977, p. 32. Table adapted.

local CEC's. It is a group information-sharing program providing labour market information, job search techniques and confidence-building in preparation for women re-entering the labour force.

2. Creative Job Search Techniques. A two 1 1/2 hour mini-workshop provided at the local CEC offices. CJST focuses on interviewing techniques and resume writing. A special module exists for women.

3. Encouragement for women to enter employment development programs such as:

   i. Canada Works. Special projects are to be funded with women as the target group employing women as managers and workers. Activities range from projects to assist women re-entering the labour force and centres assisting sole-support mothers.

   ii. Local Employment Assistance Program. Approximately one-quarter of the projects funded will have women as the target group. Day care subsidy is provided for women in most LEAP projects.

4. Support for programs such as Search of Self (Womanpower Inc.) and Introduction to Non-Traditional Occupations. (described below)[74]

Introduction to Non-Traditional Occupations (INTO) is a full-time eight week course funded by the CMTP and designed as an orientation program for women to non-traditional occupations. Course content includes assertiveness training, labour market information, labour legislation, job search techniques, budgeting and financial management, coping with the dual role of worker and homemaker, plant tours, and "hands on" exposure to jobs. INTO courses are available at 17 Ontario community colleges and have an annual enrolment of approximately 900 women.

Search of Self (S.O.S.) is a program for women operated by Manpower, a vocational counselling agency in operation in London since 1978 and sponsored by the CEIC. Sole-support mothers are the designated target group.

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(74) Canada Employment and Immigration Commission. Women's Employment Program, Ontario Region, 1979-80.

> The purpose of S.O.S. is to assist women in exploring the implications and opportunities of entering or re-entering the work force. Womanpower has a full-time staff of five and employs twenty-three women as home care providers in the neighbourhoods where women attending S.O.S. reside. A daily program covering five weeks and encompassing groups of up to twenty women focuses heavily on self-assessment, financial planning, resume writing and assertiveness training. Womanpower has designed and produced an employment resource kit for immigrant women wishing to enter or re-enter the labour force. The kit is available to other centres through the Women's Employment Section.

The number of community-based organizations of a similar nature has increased in recent years. Funding arrangements vary and include grants from all three levels of government, school boards, and the private sector. Their primary functions are information and training, counselling, self-assessment and referral. Notable examples include: Prime Time, Victoria; Women's Career Counselling Service, Ottawa; Opportunity for Advancement, Weston, Ontario; Women Alone in Saskatoon, Saskatchewan; Women's Trade Association, Winnipeg; and the Y.W.C.A. Focus on Change in Toronto.

Only in British Columbia has there been some coherence in the development of centres for women. The Ministry of Education provides funds for seven resource centres modelled after the University of British Columbia's Women's Resource Centre. A comparable program to INTO, entitled Employment Orientation for Women (EOW) has been in operation since 1968-69 and now entails 27 courses at nine colleges and the Pacific Vocational Institute.

Learning and training opportunities for women according to the Canadian Committee on Learning Opportunities for Women (CCLOW), a group affiliated with the CAAE, have suffered from an insufficient power

base by women to influence policy and have been characterized by the difficulty of securing the survival of worthwhile programs, let alone ensuring their necessary expansion.[75] Major concerns still include problems associated with reaching the disadvantaged woman, linking education to realistic employment goals, changing attitudes to work, institutional and funding barriers, and alternate delivery systems for programs. In addition, MacKeracher cites as inhibiting factors lack of subsidized day care, lack of time by many women for the completion of academic upgrading and occupational training programs, and poor future employment prospects.[76]

PARENT EDUCATION

The most prominent feature of parental education in Canada is the tremendous increase in interest and concern about parenting and a corresponding growth in the number of courses, programs, therapy sessions, lectures, workshops, and discussion groups on the subject. Equally noteworthy is the virtual absence of documentation on the nature of these activities, their content, distribution, frequency, or numbers participating.

In a study conducted in 1970 by the Vanier Institute of the Family on family life education in the media, 34% of media personnel judged parent-child relationships to be of the highest interest to adults.[77] In a more systematic study by the same institute in 1973, a survey of family life education in voluntary associations identified parent-child relationships as the most active concern, except for personal growth and development.[78] Over 3,500 organizations were contacted. These included

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(75) Ibid.

(76) Willis, J. "Learning Opportunities for Women", CAAE Learning, Vol. 1, No. 4, Spring 1978, p. 8.

(77) MacKeracher, D. Report to the Canadian Committee on Learning Opportunities for Women, op. cit.

(78) Vanier Institute of the Family. Report of the Family Life Education Survey, Part I: Family Life Education in the Media of Mass Communication. Ottawa: Vanier Institute of the Family, 1970.

neighbourhood associations, Y.M.-Y.W.C.A.'s, Women's Institutes and Homemakers' Clubs, Associations for the Mentally Retarded, clubs for Parents Without Partners, community centres, family planning centres and groups, and religious organizations, among others. Recipient numbers were identified at about one and one-half million. However, this contact ranged from the receipt of a brochure to listening to public speakers. Actual participation was cited at 235,000 and estimated, when including non-respondents, at 350,000. The most common family target group cited by over 50% of the respondents was both parents, followed by 44% for parents and children. This varied according to type of organization. Classification of associations and the extent of concern with parent-child relationships is provided below and on the next page:

Classification of Voluntary Association by Percentage[79]
1973

Group Level	Religious	Educational	Health or Medical	Welfare	Women's Organizations	Recreational or Social	Other	Total	Number
National	28	8	28	20	2	6	8	100	50
Provincial	18	24	24	21	2	6	5	100	160
Local	67	6	4	9	11	2	5	100	3332

(79) Vanier Institute of the Family. Report of the Family Life Education Survey, Part III: Family Life Education in Voluntary Associations. Ottawa: Vanier Institute of the Family, 1973.

Parent-Child Relationships by Auspices[80]
1973

	Religious	Educational	Health or Medical	Welfare	Women's Organizations	Other	Total	Number
No concern	-	-	4	4	11	1	1	40
Major concern	65	80	59	67	25	72	64	1743
Minor concern	25	11	21	19	32	19	23	641
Incidental	10	9	16	11	33	8	11	306
Total %	72	6	5	8	6	4=	100	
Number	1957	166	123	220	159	105=	2730	2730

The concept of family life education is a broad one. Documentation describing it does not allow for the abstraction of formal courses or programs in parent education. The formal offering of parent effectiveness training or parent education courses occurs in such settings as the continuing education non-credit sectors of the colleges, night schools, libraries and community centres and organizations. Provision of such courses does not generally follow a set pattern but occurs in response to demand or according to the availability of instructors. Many of these are social service agency personnel who teach courses in their spare time. Others have essentially no credentials. Investigations into the number of instructors, courses, and participants has not been undertaken. They may be subject only to very rough estimates.

Government ministries are involved in parent education essentially by providing life planning and parent education classes. As an example, the Ministry of Health in Ontario holds a series of classes on health supervision, nutrition, growth and development, infant stimulation, immunization and behavior problems. In 1978, forty health units gave 1,900

(80) Ibid., p. 37.

classes with an enrolment of close to 20,000.[81] In addition, the Ontario Education Communications Authority recently presented a series of 20 half-hour programs on parenting and child development. Despite these efforts, parent education has not been the subject of government policy in any comprehensive fashion. The family as a unit is not a major focus for development in Canadian social policy.[82] Social policy development tends to be problem or issue oriented and concerned with such matters as poverty, crime or illness. Other issues such as child care, housing, juvenile justice, and community services as these relate to the family, take precedence.

UNDER-EDUCATED ADULTS

There are in Canada an estimated one million adults unable to read or write, with another four million who may be termed functionally illiterate. Census data for 1976 indicates that 856,060 Canadians have achieved less than a grade 5 level schooling and 3,520,595 between grades 5 and 8. This represents 5.6% and 22.9% respectively of Canada's population aged 15 or over. While such figures are not entirely indicative of literacy levels, they attest to the under-education of a considerable segment of Canada's adult population. Labour force participation rates and unemployment rates for those having had schooling below grade 8 are 44.3% and 11.5% respectively. This compares to an average of 62.1% and 8.6% across all levels.[83]

A number of organizations are involved in adult basic and literacy education. Over 100 have been catalogued by Anderson et al, with a similar number uncatalogued.[84] Many of these are of a voluntary nature or, alternately, rely heavily on volunteer support. Both the National Affiliation for Literacy Advance and Literacy Volunteers of America are active in Canada in providing training and material support. Frontier

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(81) Ontario, Provincial Secretariat for Social Development. Compendium to the Family as a Focus for Social Policy, Spetember 1979.

(82) Armitage, W. "The Family and Canadian Social Policy", in Canadian Council on Social Development Conference on Family Policy Proceedings, Ottawa, April 22-26, 1977.

(83) Statistics Canada. The Labour Force. Ottawa: Statistics Canada, May 1979

(84) Anderson, E., A. Thomas and C. Yousef. Directory of Adult Basic Education Programs in Canada. Toronto: Movement for Canadian Literacy, April 1978.

College has been involved with the under-educated, generally in remote areas in Canada, for eighty years. The College received recognition from UNESCO in 1977 for 'meritorious work in literacy'. Most active in conducting research, promoting the need for concerted action, publishing materials and serving as a clearinghouse for those in the field of literacy work, has been a non-profit group, the Movement for Canadian Literacy. Common to all of these groups is a lack of resources.

Attempts to deal with Canada's under-educated can best be described as tentative. The participation of school boards in adult basic and literacy education is not extensive. A survey of school boards by Thomas in 1975-76 found that in the Atlantic region, night classes are under other jurisdictions -- the provincial Department of Continuing Education in Newfoundland, the federal Department of Regional Economic Expansion in Prince Edward Island, and the New Brunswick Community College system in New Brunswick. Only in Nova Scotia were school boards active in adult basic education. In Manitoba and Saskatchewan, the college is the ultimate authority rather than the boards. In Alberta, British Columbia and Ontario, school boards have handed responsibility for continuing education classes to the colleges, except for a few that still operate independently. In Quebec, the regional school boards serve as the vehicle for both provincial initiative and the federal training program.[85]

The largest ABE program in the country is provided by the federal Canada Manpower Training Program by means of three specific programs. Basic Training for Skill Development (BTST) is designed to upgrade the academic qualifications of adults for labour force entry or specific skill training. Two additional components are subsumed under the BTSD program. Basic Job Readiness Training (BJRT) provides academic upgrading, supplementary work experience, job search techniques, and basic life skills training. Work Adjustment Training (WAT) is designed for clients having difficulties in obtaining and maintaining employment and in need

(85) Thomas, A. Adult Basic Education and Literacy Activities in Canada, 1975-1976. Toronto: World Literacy of Canada, April 1976.

of developing attitudes and skills consistent with the demands of the work place. Trainees are selected by CEIC counsellors. To be eligible, clients must be one year past the school leaving age in the province of residence, have been out of school for at least one year and be view as able to benefit from training. Courses average 17 weeks in length and cannot exceed 52. Training allowances are provided full-time trainees either directly or in the form of Unemployment Insurance Benefits. The community colleges and, to a lesser extent, training centres or modules serve as the vehicle of the program.

The Canada Employment and Immigration Commission has increasingly viewed its role in academic upgrading as inappropriate for federal government involvement; such programming should belong in the jurisdiction of provincial education ministries. BTSD enrolment has declined since 1972-73 when 55,671 trainees were enrolled in the program, to 43,960 in 1977-78.[86] In 1980, BTSD below grade 7 will be phased out entirely.

A number of innovative instructional methodologies have been developed in Canada. Funds made available by the Department of Manpower and Immigration in 1965 and, later, the Department of Regional Economic Expansion, led to the establishment of the Canada NewStart Program. The purpose of this program was "to develop through action-research and experimentation, new methods for motivating and training adults, particularly those who are disadvantaged as to their education".[87] From NewStart came DACUM (Designing a Curriculum), BLADE (Basic Literacy for Adult Development), LINC (Learning Individualized for Canadians), and life skills. These methodologies are in common use in Canada.

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(86) Canada Manpower Training Program. Annual Statistical Bulletin, 1977-78. p. 36. Quoted in Adams, op. cit., p. 123.

(87) Thomas, A. Canadian Adult Basic Literacy Resource Kit. Toronto: Movement for Canadian Literacy, July 1979.

Approaches to instructing adults with low educational attainment vary considerably. Thomas states, "Some approaches work better in some settings than others; some have been derived to meet gaps in convential delivery systems; others to respond to particular geographic needs and social conditions."[88] The BTSD exemplifies this. The most commonly used instructional material, as reported in a recent survey, was self-developed material.[89] Roughly a fourth of the BTSD and BJRT programs reported activity in developing instruments for assessing literacy attainment, extending adult basic education programs, improving administration of programs, and examining literacy retention. The drop-out range of from 5% to 80% in the BTSD and BJRT programs is indicative of the variation in program effectiveness.

A complete enumeration of effective adult basic education programs is not possible. Some of note are: the London Adult Basic Education Program, the volunteer literacy movement in Nova Scotia, Project R.E.A.D. in Ottawa, Winnipeg's International Centre, and the Adult Learning Centre in Calgary's Forest Lawn Public Library.[90] Particularly noteworthy is Frontier College. A private non-profit agency chartered by an Act of Parliament, the College is funded by foundations, corporations, unions, service organizations, and federal and provincial governments. Each year it sends approximately 100 field workers called labourer-teachers to mining towns, lumber camps, fishing villages, construction sites, and railway crews, in remote parts of Canada. In addition to working full-time, labourer-teachers initiate adult education activities. In 1977-78 activities in 82 locations included: recreation (18); life skills (6); community development with native peoples (23); English or French as a second language and adult upgrading (58); youth activities and childhood education (10); women's programs (5); and co-operatives and small business management (13).[91]

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(88) Ibid., p. 48.

(89) Clark, R. and J. Draper. "Major Issues in College Adult Basic Education in Canada", CAAE Learning, Vol. 3, No. 1, Fall/Winter 1979/80.

(90) Thomas, A. Adult Basic Education and Literacy Activities, op. cit.

(91) Frontier College. Annual Report, 1977-78. Toronto: Frontier College, 1979.

Under-educated adults constitute one of the country's most pressing social and economic problems and have been subject to neglect. Provincial policy vacuums have been filled by the CMTP program and volunteer groups. An increase in support has occurred through the introduction of adult day schools in the larger urban centres, programs delivered by staff in a number of library systems, and the growth of literacy councils. Nevertheless, substantial provincial involvement will be required to address this problem.

CONCLUSION

It is difficult to provide a concise, yet comprehensive, account of programs and policies dealing with the populations considered in this report. Reference has been made to programs and policies of note but these do not constitute, in any sense, a complete picture. At the provincial level, only the most prominent activities have been cited. A number of developments having varying implications for these sub-populations have not been included. Among these, as examples, are the use of public educational broadcasting in Canada, initiatives to improve access to educational opportunities by individual post-secondary institutions, the establishment of community learning centres in Newfoundland in conjunction with the extension services of Memorial University, and the recent review of education and training in the federal penitentiary system conducted by the Department of Adult Education at the Ontario Institute for Studies in Education.[92] The report reflects variations in the availability of information and the general state of change that adult education in Canada is presently undergoing. Considerably greater resources are needed for an exhaustive account.

Because of its largely indigenous nature, adult education in Canada manifests itself and is evolving in different ways in the provinces. Jurisdictional distinctions at the federal and provincial levels have, as a consequence, a lack of articulation between education and training and

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(92) Thomas, A., et al. OISE Review of Penitentiary Education and Training 1978-79. Ottawa: Department of the Solicitor General, Canadian Penitentiary Service, Education and Training, 1979.

labour force planning. Hence, large gaps exist in the provision of adult education opportunities. This is particularly evident in the case of the under-educated, workers, parents, women, and older adults. Policy neglect, limited funding, and insufficient documentation reflect the relative powerlessness of these populations in Canadian society, and the lack of attention given to them.

The kinds of activities subsumed within each of these populations are not all amenable to national or provincial level policy. Programs, particularly for the older adult, the under-educated, and parents are characterized in large part by local level initiative and voluntary action. As a result, they take a variety of forms and constitute an exciting feature of the field of adult education. However, the sharing of experiences for those involved, the engagement of adult education practitioners in a useful and more far-reaching manner, and the conducting of research have been hampered by the diffuse nature of the programs in these fields.

Evident in Canada is an increased awareness of, and responsiveness to, these populations. The introduction of new programs and policies to facilitate entry and re-entry of women into the labour force, the examination of industrial training policies and paid educational leave, and the funding agreement with the Canadian Labour Congress in support of union education by the federal government, signal a beginning. The non-governmental level has been characterized by an expansion effectiveness and increased activity of community-based women's organizations and a wide range of programs in parental education and in adult basic and literacy education. Most significant has been the development of structures and policies of adult education in many of provinces, and the present examination and appraisal of future directions.

Provincial adult education authorities have yet to deal substantially with these populations. Nevertheless, noteworthy changes have occurred in the responsiveness to adult education needs in the last

decade. The overriding feature of new adult education structures in the provinces has been a decentralization of control and initiative to the local and regional level. To what extent this will lead to increased accessibility for those traditionally excluded is of critical importance and remains to be resolved. Concomitant with this will be the question of how to facilitate access and respond to needs without exercising undue control. Detailed investigation, increased funding, more systematic policy formation, and co-ordination of effort among the provinces and with the federal government will be required.

ESTIMATES OF PARTICIPATION Country: CANADA

	Workers* (excluding farmers)	Older Persons (age 50 and older)	Women Entering the Labor Force	Parents	Under-educated Adults	All Adults** (age 15 and older)
1. Estimated total number in the country.....	9,098,000	4,528,685	300,000	10,896,450	4,376,655	15,187,415
2. Estimated total number participating in educational activities in 1979.....	1,550,000	700,000	20,000	325,000	85,000	4,500,000
3. Participation rate (Percentage that 2 is of 1).....	17.14 %	15.45 %	6.6%	2.98%	1.94%	29.63 %

* Use the general definitions of the population categories given on the back of the enclosed project description.

** These figures will not be the sum of the other five categories.

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